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ABSTRACT

Since the passage of the National Apprenticeship Act in 1937 apprenticeship has remained a totally voluntary program, the costs of which are covered by the program sponsor (either an employer, a joint labor-employer sponsor, or a government agency). As of 1988, there were about 325,000 apprentices in training and another 55,000 in the armed forces. More than 800 occupations are currently approved as apprenticeable, with most being in the construction and building trades and in manufacturing. An issue paper examining major apprenticeship issues was published in the December 1987 "Federal Register," and three public meetings were held across the nation to solicit comments concerning the future directions of apprenticeship and the government role in shaping its future. Overwhelming support was expressed for the apprenticeship concept as a method of producing skilled workers. There was a significant consensus that apprenticeship should be expanded, albeit reasonably and with limits on occupations. Opinions were quite diverse, however, on the role that the federal government should play in apprenticeship. The most frequently expressed suggestions were that the government's role should be limited to providing technical assistance, incentives, tax credits, grants and demonstration projects, and "national leadership." (MN)

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MINOR R. MILLER

SATURDAY AFTERNOON

APPRENTICESHIP/VOCATIONAL EDUCATION - SKILLED WORK FORCE

GOOD AFTERNOON. JAMES VAN ERDEN WHO WAS SCHEDULED TO SPEAK TO YOU WAS UNABLE TO BE HERE BECAUSE OF OTHER COMMITMENTS. THERE ARE SORT OF CHANGING TIMES AROUND WASHINGTON AND I GUESS WE OVERLOOKED THAT WHEN WE PREPARED THE PROGRAM. I AM NOT CERTAIN AS TO WHAT JIM MAY HAVE PLANNED TO TELL YOU BUT I AM PRETTY SURE HE WOULD DISCUSS SOME OF THE CONSIDERATIONS THAT ARE BEING DIRECTED TO THE APPRENTICESHIP SYSTEM TODAY.

IT IS INDEED A PLEASURE TO BE WITH YOU THIS AFTERNOON AND SHARE WITH YOU SOME OF MY VIEWS AND THOUGHTS ON THE FUTURE OF APPRENTICESHIP. SINCE I DON'T KNOW WHAT YOUR EXPERIENCE MAY BE WITH APPRENTICESHIP I WILL START BY GIVING YOU A BRIEF BACKGROUND.

APPRENTICESHIP

- APPRENTICESHIP IS AN AGE OLD SYSTEM OF LEARNING BY DOING AND IS A TOTALLY VOLUNTARY PROGRAM. THE NATIONAL APPRENTICESHIP ACT WAS PASSED IN 1937 AND WAS ONE PAGE IN LENGTH. APPRENTICESHIP IS A SYSTEM OF STRUCTURED ON-THE-JOB TRAINING UNDER QUALIFIED JOURNEYWORKERS COMBINED WITH RELATED CLASSROOM INSTRUCTION. THE COSTS OF THE TRAINING ARE COVERED BY THE PROGRAM SPONSOR WHICH MAY BE AN EMPLOYER, A JOINT LABOR-EMPLOYER, OR MAY BE A GROUP OF THOSE, OR A

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GOVERNMENT AGENCY. WE HAVE APPRENTICESHIP PROGRAMS WITH THE UNIFORMED ARMED FORCES.

- O THERE WERE ABOUT 325,000 APPRENTICES IN TRAINING DURING LAST YEAR AND ANOTHER 55,000 IN THE ARMED FORCES. THERE WERE ABOUT 10,000 PERSONS IN OTHER TRAINING PROGRAMS ADMINISTERED BY BAT.

- O WE HAVE AT LEAST ONE OFFICE IN EACH OF THE STATES. ALTOGETHER ABOUT 130 OFFICE ACROSS THE COUNTRY. THERE ARE 27 STATES WHO HAVE STATE APPRENTICESHIP AGENCIES/COUNCILS WHICH HAVE BEEN RECOGNIZED BY THE SECRETARY OF LABOR. THE ADMINISTRATIVE COSTS OF THE STATE AGENCIES ARE COVERED BY EACH INDIVIDUAL STATE.

- O CURRENTLY THERE ARE OVER 800 OCCUPATIONS APPROVED AS APPRENTICEABLE. IN ADDITION TO THE PRIVATE SECTOR INDUSTRY THERE ARE OVER 150 PROGRAMS IN POLICE ORGANIZATIONS, OVER 100 IN CORRECTIONAL INSTITUTIONS, AND OVER 250 IN FIRE DEPARTMENTS.

- O THE LARGER PORTION OF APPRENTICES ARE IN THE CONSTRUCTION AND BUILDING TRADES AND IN MANUFACTURING. I REFER TO THOSE PROGRAMS AS THE TRADITIONAL TYPE.

- O CURRENTLY, ABOUT 21 PERCENT OF THE REGISTERED APPRENTICES ARE MINORITIES AND ALMOST 7 PERCENT ARE WOMEN.

- O I THINK THAT WILL GIVE YOU SOME IDEA OF THE SCOPE OF APPRENTICESHIP.

APPRENTICESHIP 2000 INITIATIVE

- O A LITTLE OVER A YEAR AGO THE EMPLOYMENT AND TRAINING ADMINISTRATION/BAT BEGAN WORK ON AN APPRENTICESHIP INITIATIVE TO CONSIDER EXPANDING THAT CONCEPT OF TRAINING TO ALL INDUSTRIES AND OTHER OCCUPATIONS.

- O IN DECEMBER 1987 AN ISSUE PAPER WAS PUBLISHED IN THE FEDERAL REGISTER AND INVITED COMMENT ON 5 MAJOR ISSUES. THEY WERE:

  1. SHOULD OR CAN THE APPRENTICESHIP CONCEPT BE BROADENED TO ALL INDUSTRIES? - CONCEPT IS THE KEY WORD.

  2. WHAT ARE THE LIMITATIONS IN TERMS OF OCCUPATIONS?

  3. WHAT SHOULD THE DELIVERY SYSTEM BE? THAT IS A JOINT COMMITTEE, INDIVIDUAL EMPLOYERS, ETC.

4. WHAT SHOULD THE ROLE OF GOVERNMENT BE?

5. SHOULD APPRENTICESHIP BE MORE EFFECTIVELY LINKED TO THE EDUCATION SYSTEM?

- O IN ADDITION TO THAT PAPER 3 PUBLIC MEETINGS WERE HELD ACROSS THE NATION TO OBTAIN COMMENTS.

- O THE THRUST OF THAT PAPER AND THE MEETINGS WAS TO USE THE APPRENTICESHIP CONCEPT AS A VEHICLE OR MEANS FOR AN EXPANDED COMPREHENSIVE SYSTEM OF INDUSTRY BASED TRAINING. IF YOU WILL, CONSIDER APPRENTICESHIP AS THE CORE OR HUB FOR TRAINING SKILLED WORKERS.

- O IN ADDITION TO THOSE EFFORTS JIM AND THE STAFF HAVE HAD MANY, MANY MEETINGS AND DISCUSSIONS WITH VARIOUS GROUPS, ORGANIZATIONS, CONGRESS, AND INDIVIDUALS.

  - LET'S TAKE A LOOK AT THE RESPONSES TO THE PAPER AND MEETINGS:

- O BEFORE GOING INTO THAT LET ME POINT OUT THAT WE HAVE NO INTENTION OF DESTROYING OR DOWNGRADING THE CURRENT TRADITIONAL APPRENTICESHIP PROGRAMS.

- THE PURPOSES OF THE PAPER WERE:

  1-TO RAISE VISIBILITY.
  2-TO SEE WHERE THERE WAS CONSENSUS AND WHERE DIFFERENCES.
  3-TO USE RESULTS TO HELP FURTHER DEFINE ISSUES.

- ALL TOGETHER THERE WERE ABOUT 500 RESPONDENTS. SOME OF THEM TESTIFIED AT THE MEETINGS AS WELL AS SUBMITTED OTHER WRITTEN COMMENTS.

- IN ADDITION TO THOSE CURRENTLY INVOLVED IN THE APPRENTICESHIP COMMUNITY THERE WAS A LARGE RESPONSE FROM GOVERNMENT, EDUCATION, AND PUBLIC INTERESTS.

- IN RESPONSE TO QUESTION 1 (EXPANSION) ABOUT 70 PERCENT SUPPORTED EXPANSION WITH NO SIGNIFICANT QUALIFIERS. 24 PERCENT SUPPORTED EXPANSION WITH SOME LIMITATIONS OR CONSIDERATIONS. ONLY 6 PERCENT SAID "NO."

- <u>QUESTION 2</u>. MAJORITY BELIEVED THERE SHOULD BE SOME LIMITATIONS ON THE OCCUPATIONS CONSIDERED APPRENTICEABLE BUT WHEN IT CAME TO LIMITING CRITERIA, THERE WAS GREAT VARIETY SUCH AS SKILLED JOBS, DEMAND JOBS, CURRENT DEFINITION, MINIMUM HOURS.

WE SAW 2 EXTREMES ON THIS QUESTION.

1. MAINTAIN CONCEPT OF BROAD BASE OF SKILL - "MASTER CRAFTSMAN."

2. FOCUS IN ON SPECIALIZED EMERGING AND GROWING SKILLS.

o QUESTION 3. THERE WAS CONFUSION OVER TERMS IN THE RESPONSES TO THE QUESTION OF WHAT SHOULD THE DELIVERY SYSTEM BE. SIX POSSIBLE ANSWERS APPEARED TO EMERGE: 1. JOINT APPRENTICESHIP COMMITTEE; 2. EXISTING SYSTEM; 3. PARTNERSHIP; 4. FLEXIBLE; 5. EMPLOYER; AND 6. ASSOCIATION.

o QUESTION 4. ON ROLE OF GOVERNMENT. WE TRIED TO DISTINGUISH BETWEEN VIEWS ON FEDERAL GOVERNMENT ROLE AND STATE GOVERNMENT ROLE BUT HAD TO ABANDON THAT EFFORT BECAUSE MOST DID NOT DIFFERENTIATE.

- THERE WERE LOTS OF OPINIONS. MAJORITY MENTIONED TECHNICAL ASSISTANCE AND PROMOTION OF APPRENTICESHIP. THERE WASN'T MUCH AGREEMENT ON WHAT KIND OR THE EXTENT OF TECHNICAL ASSISTANCE.

- SECOND MOST FREQUENT RESPONSE WAS "INCENTIVES"

- TAX CREDITS

- GRANTS, DEMONSTRATION PROJECTS

- NEXT WAS "NATIONAL LEADERSHIP."

O QUESTION 5 ON LINKING APPRENTICESHIP WITH EDUCATION. THE ANSWERS FELL INTO 2 MAJOR CATEGORIES - SCHOOL-TØ-WORK AND GENERAL. THERE WASOVERWHELMING SUPPORT (92 PERCENT) FOR THE SCHOOL-TO-WORK CONCEPT. THERE WERE EXPRESSIONS OF DIVERSITY ON HOW TO DESIGN A PROGRAM AND CONCERNS ABOUT BASIC EDUCATION - BELIEF THAT THE SCHOOLS WERE NOT DOING AN ADEQUATE JOB OF TEACHING BASIC SKILLS WHICH MAKES APPRENTICESHIP JOB MORE DIFFICULT.

IN SUMMARY.

O OVERWHELMING SUPPORT FOR APPRENTICESHIP CONCEPT AS METHOD OF PRODUCING SKILLED WORKERS.

O SIGNIFICANT CONSENSUS THAT APPRENTICESHIP SHOULD BE EXPANDED, BUT, RESPONSIBLY, AND WITH LIMITS ON OCCUPATIONS.

O GREAT VARIETY OF OPINIONS ON HOW APPRENTICESHIP SHOULD BE EXPANDED, WHERE, AND THE ROLES OF DIFFERENT ACTORS.

THE REPORT WAS PUBLISHED IN THE FEDERAL REGISTER ON SEPTEMBER 2, 1988, AND OVER 5,000 COPIES HAVE BEEN DISTRIBUTED. IT IS ENTITLED "APPRENTICESHIP 2000 - THE PUBLIC SPEAKS."

NEXT STEPS

- O A SERIES OF FOCUS PAPERS WILL BE PREPARED AND PUBLISHED IN THE FEDERAL REGISTER INVITING COMMENTS ON SPECIFIC QUESTIONS ARISING FROM THE EARLIER COMMENTS.

- O THE FIRST FOCUS PAPER WAS PUBLISHED IN THE FEDERAL REGISTER ON OCTOBER 14, 1988. IT DEALT WITH 2 MAJOR QUESTIONS/AREAS:

  1. THE ALTERNATIVE APPROACHES TO EXPANDING THE APPRENTICESHIP CONCEPT. IN ORDER TO SEE HOW THE CORE DEFINITION OF APPRENTICESHIP MIGHT ACTUALLY BE APPLIED REQUIRES A SHIFT IN FOCUS FROM PRINCIPLES TO OUTCOMES. THE IMPORTANT QUESTION BECOMES HOW TO BUILD SUFFICIENT FLEXIBILITY INTO AN EXPANDED APPRENTICESHIP SYSTEM SO THAT IT IS RESPONSIVE TO EMPLOYERS' NEEDS FOR DIFFERING LEVELS OF SKILLED WORKERS WHILE, AT THE SAMETIME, ENSURING THAT THE TRADITIONAL JOURNEY LEVEL STATUS IS PRESERVED AND NOT DILUTED.

APPROACH 1 - DEVELOP A SEPARATE PROGRAM STRUCTURE.

APPROACH 2 - INSTEAD OF ESTABLISHING A SEPARATE PROGRAM, CREATE DEFINED LEVELS OF SKILL ATTAINMENT WITHIN THE BASIC APPRENTICESHIP STRUCTURE.

APPROACH 3 - WORKER CERTIFICATION. A CERTIFICATION OR TRANSCRIPT OF SPECIFIC SKILLS WOULD BE GIVEN TO THE APPRENTICE IN ADDITION TO THE COMPLETION CERTIFICATE.

2. HOW SHOULD THE QUALITY OF APPRENTICESHIP PROGRAMS BE DEFINED AND MEASURED? SHOULD THERE BE A STANDARD DEFINITION OF QUALITY FOR ALL PROGRAMS. SHOULD QUALITY BE MEASURED ON 2 DIFFERENT LEVELS - PROCESS AND OUTCOME. WHAT FACTORS SHOULD BE INCLUDED IN MEASURING QUALITY?

THE PAPER INVITES COMMENTS ON THE "HOW TO" PROCESSES AND PROCEDURES TO BE FOLLOWED IN EVALUATING QUALITY - WHEN TO EVALUATE AND WHO DOES THE EVALUATION.

o COMMENTS ON THAT FOCUS PAPER WERE DUE BY NOVEMBER 14, 1988, AND WE NOW ARE RECEIVING THEM. WE WILL CONTINUE TO ACCEPT THEM LATER. WE HAVE NOT BEGUN WORK ON ANY ANALYSIS AND SUMMARIZATION OF THE COMMENTS.

FUTURE FOCUS PAPERS.

o OTHER FOCUS PAPERS WILL INVITE COMMENTS ON SPECIFIC QUESTIONS ON.

- OVERCOMING BARRIERS TO EXPANSION.

- WHAT INCENTIVES SHOULD BE PROVIDED TO EMPLOYERS AND APPRENTICES.?

- WHAT SHOULD THE LINKAGES BE TO PROVIDE FOR COORDINATED EMPLOYMENT AND TRAINING AND EDUCATION PROGRAMS.?

- WHAT LINKAGES SHOULD BE ESTABLISHED WITH OTHER ORGANIZATIONS?

- WHAT LINKAGES SHOULD BE AT DIFFERENT LEVELS, I.E., NATIONAL AND STATE LEVELS.

- WHAT SHOULD THE ROLE OF FEDERAL AND STATE GOVERNMENTS BE?

IN SUMMARY ONE OF THE CONSIDERATIONS FOR THE APPRENTICESHIP 2000 INITIATIVE IS THE RECOGNITION THAT JTPA, TRADE ADJUSTMENT ASSISTANCE AND OTHER TRAINING PROGRAMS ARE NOT DEVELOPING THE CRAFT WORKERS WITH THE BROAD SKILLS NEEDED TODAY. WE ARE LOOKING AT THE POSSIBILITY OF CAREER LADDER TYPE OF TRAINING APPROACH

WHERE THOSE PROGRAMS MIGHT BUILD INTO THE APPRENTICESHIP CONCEPT OF TRAINING.

IN CLOSING LET ME STATE THAT OUR WORKPLACE, OUR WORKERS, AND THE WORK WE DO IS CHANGING RIGHT BEFORE OUR EYES. NEVER IN OUR HISTORY HAVE SO MANY NEW INDUSTRIES, CHALLENGING CAREERS, AND EXCITING JOB OPPORTUNITIES BEEN AVAILABLE TO OUR WORKERS. EVERYWHERE TECHNOLOGY IS CHANGING, EQUIPMENT IS MORE SOPHISTICATED, AND NEW GOODS AND SERVICES ABOUND.

IF AMERICA IS TO STAY ON THE "CUTTING EDGE OF TECHNOLOGY" AND COMPETE FAVORABLY WITH OTHER COUNTRIES, ITS WORKERS MUST BE WELL TRAINED IN THE LATEST SKILLS AND GET A CHANCE TO USE THOSE SKILLS.

I BELIEVE THE APPRENTICESHIP CONCEPT MAY BE A MAJOR KEY TO MEETING THOSE SKILLED WORKER NEEDS.

THANK YOU.